



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR HUMANITARIAN RESPONSE (BHR)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

***SUDAN – Complex Emergency***

Situation Report #2, Fiscal Year (FY) 2001

September 28, 2001

*Note: This Situation Report updates USAID/OFDA Situation Report #1 dated August 3, 2001.*

**BACKGROUND**

The current phase of Sudan's civil war began in 1983 with fighting between the Government of Sudan (GOS) and the Sudan People's Liberation Army/Movement (SPLA/M). The conflict widened in 1991 when fighting erupted between SPLA factions in areas of the South. The 18-year civil war in Sudan persists on numerous fronts in both southern and northern areas of the country, while civilians throughout the South and the transitional zone (i.e., southern Kordofan and southern Blue Nile) continue to be adversely affected by forced displacements due to the continued fighting and GOS aerial bombings. Opposition groups are also fighting the GOS in eastern Sudan. Since 1999, oil drilling and exploration in western Upper Nile, as well as piping crude oil to the Red Sea for export, has further increased displacement of the affected populations.

The ongoing insecurity and population displacements have not only destroyed most of the indigenous trading and production systems, but continue to be major impediments to relief efforts. Operation Lifeline Sudan (OLS), established in 1989 in response to the conflict-related famine in the South, is a tripartite agreement of negotiated access among the GOS, the SPLM, and the United Nations (U.N.). Under this framework, a consortium of U.N. agencies and more than 40 international and indigenous non-governmental organizations (NGOs) provide emergency relief and rehabilitation assistance in Sudan. In addition, more than ten international NGOs provide humanitarian assistance outside of the OLS framework.

An estimated two million people, nearly 8% of the country's population, have died from war-related events, including fighting, famine, and disease since 1983. Sudan has experienced three periods of famine over the last 13 years; Bahr el Ghazal in 1988-1989 and 1998, and Upper Nile in 1992-1993. USAID/OFDA has been active in Sudan since 1987, addressing emergency needs of the war and drought-affected populations, both within and outside the OLS framework.

Sudan has experienced periodic and seasonal flooding, mostly along the White and Blue Nile Rivers, since data on disasters has been collected. The humanitarian community has responded with emergency assistance to flood-affected victims in 1976, 1978, 1983, 1988, 1996, and 1998. Heavy rainfall in the Ethiopian highlands typically causes rising river levels, especially along the Blue Nile, to negatively impact populations further along the Nile in Sudan. In Khartoum, fast moving water from the Blue Nile often blocks the slow waters of the White Nile, causing significant flooding along the White Nile. Torrential rains and flash floods, while not as devastating to populations in Sudan as rising river levels, have an adverse effect on the humanitarian situation as well. Historically, flooding in Sudan has an adverse effect on crop production. Rising river levels and flash floods often destroy crops and aggravate an already precarious food security situation in drought-affected areas.

NUMBERS AFFECTED AT A GLANCE		SOURCE
<b>Complex Emergency-Related Deaths (since 1983)</b>	<b>Total:</b> 2,000,000	U.S. Committee for Refugees
<b>Internally Displaced Persons (since 1983)</b>	<b>Total:</b> more than 4,000,000 <b>Greater Khartoum:</b> more than 2,000,000 <b>Transitional zone and southern areas:</b> more than 1,200,000	2001 United Nations Consolidated Inter-Agency Appeal for Sudan
<b>War-Affected Persons (since 1983)</b>	<b>Total:</b> more than 4,500,000	U.S. Committee for Refugees
<b>Drought-Affected Persons (2001)</b>	<b>North:</b> more than 900,000 people in Darfur, Kordofan, and Red Sea State <b>South:</b> more than 200,000	United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)
<b>Sudanese Refugees (2001)</b>	<b>440,300 - Total</b> 183,300 – Uganda 75,000 – Ethiopia 70,000 – Democratic Republic of the Congo 54,000 – Kenya	United Nations High Commissioner for Refugees (UNHCR)

	35,000 – Central African Republic 23,000 – Chad	
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Total FY 2001 USAID Humanitarian Assistance to Sudan (to date) ..... \$74,868,073  
Total FY 2001 USDA Humanitarian Assistance to Sudan (to date) ..... \$76,900,000  
Total FY 2001 State/PRM Humanitarian Assistance to Sudan (to date) ..... \$9,624,208  
**Total FY 2001 USG Humanitarian Assistance to Sudan (to date) ..... \$161,392,281**

## CURRENT SITUATION

***Flooding along the Nile:*** According to the Government of Sudan's (GOS) Humanitarian Aid Commission (HAC), heavy rains and above normal Nile levels have completely destroyed 2,240 houses in 56 villages in ten states. UNOCHA reported on September 13, 2001 that flooding in Sudan had affected 97,000 people. Nile floods have affected Khartoum, River Nile, and Sennar states, while flash floods have affected Kassala, South and West Darfur, Gezira, Gedarif, White Nile, and North Kordofan states. On August 10, 2001, the International Federation of the Red Cross and Red Crescent (IFRC) issued an appeal to help support on-going relief work for flood victims and for contingency measures in anticipation of severe flooding along the Blue Nile. IFRC has identified non-food relief items in short supply, such as plastic sheeting, cooking sets, chlorine tablets, and water jugs.

***Drought in Kordofan, Darfur, and Red Sea State:*** According to UNOCHA, drought conditions in North and West Darfur, Kordofan, and the Red Sea State provinces of Sinkat, Rural Port Sudan, and Halaeb have directly affected more than 900,000 people. Beginning in May 2001, emergency food distributions to the drought-affected areas have stabilized grain prices, and reduced migration to urban centers in Kordofan and Red Sea State, and to a lesser extent in Darfur.

Before July 30, 2001, cumulative rainfall totals continued to be well below the historic average. However, in August, recent rainfall has caused severe flooding, but will not, in the short-term, alleviate drought conditions in Darfur, Kordofan, and Red Sea State.

***Internal Displacement and Health Concerns from Fighting in Bahr el Ghazal:*** NGO reports estimate that, in early July 2001, more than 30,000 people were displaced from the fighting in Raja, and an additional 28,000 from the SPLA attack on Diem Zubier. A majority of the Internally Displaced Persons (IDPs) have settled in the town of Ad Daein or in four GOS sponsored IDP camps; El Firdos, Gimeza, Ghabat el Niem, and Radom. UNOCHA reactivated the Emergency Response Team (ERT) in Khartoum in order to enhance cooperation and coordination of NGOs both in Khartoum and South Darfur.

Recent assessments in the newly controlled SPLA areas of western Bahr el Ghazal indicate that, while the food security situation is relatively stable, there is growing concern that the health system is in urgent need of support. Military activity, especially in Raja, forced health workers to flee and damaged primary health care facilities.

***Nuba Mountains:*** In late May 2001, the GOS started shelling the town of Kauda, which has the only airstrip open and available for humanitarian relief flights in opposition areas of the Nuba Mountains. Recent reports from isolated areas of the Nuba Mountains indicate severe food shortages following poor harvests and major displacement due to recent Government of Sudan (GOS) offensives

The civilian population in the Nuba Mountains remains cut off from any trade, while continued fighting has destroyed any attempt at recovery. The area remains outside of OLS mandate, making humanitarian access risky. The impact on the local population has been devastating: over the years many people have died and even more have been forced to migrate to northern urban centers in search of food and shelter. Primary health care, potable water, and long-term food security are humanitarian needs that continue throughout the Nuba Mountains.

***Insecurity and Health Concerns in Upper Nile:*** The 2001 World Food Program's (WFP) annual needs assessment indicated that the population in western Upper Nile, where crude oil exploration is concentrated, faces serious food insecurity. Additionally, civil strife in the oil rich areas, is currently more intense than at any other time in the last decade. The fighting has forced the movement of 60,000 IDPs and their cattle to marginal areas and into northern Bahr el Ghazal. WFP's annual needs assessment indicated that agricultural activities in many affected areas have been abandoned, food stocks left behind or destroyed, and other local coping mechanisms, such as fishing, wild food collection, and trade, severely affected.

On July 20, 2001, WHO and UNICEF confirmed that in Ruweng County, western Upper Nile, the first P1 wild Poliovirus had been isolated since the 1998 start of the polio eradication program in southern Sudan. Due to insecurity in the area, OLS flight access is prohibited. However, due to significant health concerns, OLS has made an emergency request to the GOS for flight

clearance to the affected area, but permission has not been granted to date.

***Ongoing Civil Strife in Southern Blue Nile:*** An SPLA force entered southern Blue Nile initially in 1988, later withdrew, then re-entered in 1997, and the SPLA has maintained control of some areas ever since. Northern parts of the state continue to be an active zone of conflict, with periodic media reports of attacks by GOS troops on civilian targets. Humanitarian access to southern Blue Nile has been denied by the GOS and the area is outside the mandate of OLS.

## **CONSTRAINTS TO HUMANITARIAN ASSISTANCE**

***Insecurity:*** Due to insecurity in many parts of Sudan, relief organizations frequently evacuate their staff. In March, four Adventist Development and Relief Agency (ADRA) staff members--two Kenyans, one Ugandan, and a Sudanese--were abducted and two vehicles were stolen during an attack by Nuer militia in Kiechkuon, eastern Upper Nile. The relief workers were held for more than 33 days before being released in Khartoum.

***Aerial Bombings:*** On June 11, 2001, the GOS announced that it was resuming aerial bombing of targets in southern Sudan, including the Nuba Mountains. This statement came just 17 days after the GOS announced that they would suspend all aerial bombings in the South.

***Access Limitations:*** At any given time, numerous locations may be closed by U.N. security or denied flight clearance by the GOS. There is significant concern that GOS flight denials are restricting OLS access to parts of western Upper Nile where population displacement around the oil fields is increasing. Access to the Nuba Mountains and southern Blue Nile, areas outside the OLS mandate, remains extremely limited.

***Visa Requirements:*** Although the GOS has the legal right to require visas inside its border, the U.N. is engaged in a process of discussions so that any new administrative requirements do not become over-burdensome such that they constrain the delivery of humanitarian assistance.

## **USG HUMANITARIAN ASSISTANCE**

USG policy on the delivery of humanitarian assistance to Sudan, outlined in the 2000-2002 Integrated Strategic Plan for Sudan, has focused on the war and drought-affected populations in non-GOS held areas of southern Sudan, as well as the war-affected population in GOS-controlled areas of Sudan. Recently, the U.S. Department of State amended this policy, allowing humanitarian assistance to both war and drought-affected populations in government-held areas.

In May 2001, President Bush named USAID Administrator Andrew S. Natsios as Special Humanitarian Coordinator for Sudan. The role of the Special Humanitarian Coordinator includes increasing stability in war and drought-affected areas, improving the delivery mechanisms of humanitarian assistance, coordinating USG assistance, coordinating external relations with other donors, and increasing attention on human rights abuses. In response to this appointment, Administrator Natsios formed a Sudan Task Force to effectively manage the day-to-day implementation of these goals. USAID Administrator Natsios, along with USAID/OFDA Director Roger Winter and other USG officials, recently traveled to Sudan to address humanitarian issues with the GOS, visit drought-stricken areas of northern Sudan, and assess the humanitarian situation in southern Sudan.

On September 6, 2001, President Bush appointed former Senator John Danforth to be his Special Envoy to Sudan. Danforth, an ordained Episcopalian minister, will lead a renewed effort to find peace in Sudan and to promote development in the country.

USAID/OFDA's funding focuses primarily on health care and food security--incorporating capacity-building and self-reliance--as well as a geographic focus on areas of critical need. USAID/OFDA programs target children, vulnerable groups, war-affected, drought-affected, and IDPs. In FY 2001, USAID/OFDA expects to increase funding beyond FY 2000 levels, expanding programs in areas which have been historically underserved by the international relief effort (e.g., Nuba Mountains, Upper Nile, Southern Blue Nile).

On August 30, 2001, a USAID/OFDA-funded humanitarian relief flight successfully delivered eight metric tons of wheat to the SPLM-controlled area of the Nuba Mountains, an extremely remote region that has been effectively cut off from international assistance. The flight, which indicates an improved coordination effort between the USG, GOS, and SPLA/M on humanitarian issues, is a direct initiative following USAID Administrator Natsios and USAID/OFDA Director Winter's recent trip to Sudan and represents the first official bilateral delivery of food to the Nuba Mountains.

On August 23, 2001, the U.S. Chargé d'Affaires to Sudan declared a disaster due to severe flooding throughout northern Sudan. USAID/OFDA responded to the disaster declaration with the provision of \$25,000 to IFRC in support of their appeal to the flood-devastated regions of northern Sudan. USAID/OFDA's Africa Regional Office (ARO) in Nairobi, Kenya, which includes personnel in Khartoum, is closely monitoring the situation.

In FY 2001, emergency food commodities were provided by USAID's Office of Food for Peace

(USAID/FFP) and the U.S. Department of Agriculture's Foreign Agriculture Service (USDA/FAS). In FY 2001, including FY 2000 carry-over funding, USAID/FFP has provided more than 78,000 metric tons (MT) of P.L. 480 Title II emergency food commodities, valued at more than \$49 million. USAID/FFP food commodities were provided to World Food Program (WFP), ADRA, CARE, CRS, NPA, LWR, and DIA for war and drought-affected populations, including IDPs, in both government and rebel-held areas. In FY 2001 to date, USDA has provided more than 89,000 MTs of Section 416(b) food valued at more than \$76 million. USDA food commodities were provided to WFP.

Humanitarian relief to Sudanese refugees living in neighboring countries is another important component in the delivery of USG humanitarian assistance to Sudan. In FY 2001, in addition to funding earmarked to provide assistance to Sudanese refugees, the Department of State's Bureau of Population, Refugees, and Migration (PRM) provided more than \$107 million in assistance for refugees and conflict-affected victims in Africa, unearmarked by country. Of this total, \$60 million was provided to UNHCR towards its global appeal for Africa, and ICRC received \$47.2 million for its emergency appeal in Africa

### SUMMARY OF USG HUMANITARIAN ASSISTANCE TO SUDAN

<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector</i>	<i>Regions</i>	<i>Amount</i>
<b>FY2001 (to date)</b>				
<b>USAID<sup>1</sup> .....</b>				<b>\$74,868,073</b>
<b>USAID/OFDA<sup>2</sup> .....</b>				<b>\$25,457,073</b>
<i>Southern Sector Programs</i>				
	ADRA	Primary Health, Food Security	Upper Nile	\$200,251
	ARC	Primary Health	Eastern Equatoria	\$1,006,778
	ARC	HIV/AIDS	Southern Sudan	\$1,786,000
	ACROSS	Primary Health	Bor	\$300,000
	CARE	Food Security	Bor County	\$737,495
	CARE/SMC	Primary Health	Bor County	\$343,285
	CMA	Primary Health	Upper Nile	\$495,955
	CONCERN	Food Security	Bahr el Ghazal, Southern Kordofan	\$1,948,157
	CRS	Wat/San	South Kordofan	\$219,450
	CRS	Primary Health, Food Security	Eastern Equatoria	\$759,628
	FAO	Food Security	Southern Sudan	\$1,000,000
	GOAL	Primary Health	Bahr el Ghazal, S. Blue Nile	\$1,000,000
	IRC	Primary Health Care	Southern Sudan	\$2,224,003
	IAS/MEDIC	Wat/San	Bahr el Ghazal	\$275,800
	MEDAIR	Food Security, Relief	Upper Nile	\$379,155
	NPA	Repatriation and Resettlement	Eastern Equatoria, Bor County	\$812,331
	NPA	Food Security	Eastern Equatoria	\$1,493,019
	NPA	Health	N. Bahr el Ghazal	\$193,217
	NPA	Food Distribution	Bahr el Ghazal	\$967,834
	SAMARITAN'S PURSE	Food Security	South Kordofan	\$498,092
	SC/US	Primary health	five provinces in South Kordofan	\$450,000
	SC/US	Food Security	South Kordofan	\$853,870
	SCF/UK	Food Security, Relief	Bahr El Ghazal, Upper Nile	\$459,862
	UNHABITAT	Infrastructure	Equatoria, Lakes	\$382,850
	UNICEF	Multi-Sectoral	Southern Sudan	\$1,497,523
	VSF/B	Food Security	Upper Nile, Bahr El Ghazal	\$350,000
	VSF/G	Food Security	Bahr el Ghazal	\$300,000

<i>Northern Sector Programs</i>					
		ACF	Primary Health	Equatoria	\$405,959
		ACF	Nutrition	Bahr el Ghazal	\$400,000
		ADRA	Nutrition	Greater Khartoum	\$87,335
		CARE	Primary Health	Greater Khartoum	\$1,437,129
		CARE	Food Security	Unity	\$249,998
		CARE	Primary Health	Khartoum	\$449,275
		CARE	Food Security	Kordofan	\$400,097
		FAO	Food Security	Darfur and Kordofan	\$200,000
		GOAL	Primary Health	Malakal	\$319,380
		IFRC	Flood Relief	Northern Sudan	\$25,000
		IFRC	Food Security	Northern Sudan	\$244,040
		IRC	Primary Health, Wat/San	Upper Nile	\$267,019
		IRC	Emergency Sanitation	South Darfur	\$132,793
		SCF/UK	Emergency Shelter	Darfur	\$250,000
		SCF/UK	Nutrition	Darfur	\$500,047
		SCF/UK	Primary Health	Darfur	\$173,365
<i>Administrative Support</i>					
		USAID/AFR/SD	Technical Assistance and Mitigation	Washington, D.C.	\$600,000
		USAID/Khartoum	Programming Support	Khartoum	\$157,081
		USAID/OFDA	Food Security Technical Assistance	Washington, D.C.	\$224,000
<b>USAID/FFP .....</b>					<b>\$49,411,000</b>
		ADRA	7,780 MT of Food Assistance	Greater Khartoum	\$3,134,200
		CARE	5,010 MT of Food Assistance	Greater Khartoum	\$3,700,000
		CRS	12,410 MT of Food Assistance	Eastern Equatoria	\$10,600,000
		DIA	3,620 MT of Food Assistance	Kassala	\$76,800
		NPA	6,370 MT of Food Assistance and Contingency Stocks	Southern Sudan	\$4,900,000
		WFP	43,053 MT of Food Assistance (soy fortified sorghum grits, sorghum, wheat flour, vegetable oil, corn soy blend, lentils, non-fat dried milk)	All	\$26,000,000
<b>USDA .....</b>					<b>\$76,900,000</b>
		WFP	89,200 MT of Food Assistance (wheat, corn, vegetable oil)	All	\$76,900,000
<b>State/ PRM<sup>3</sup> .....</b>					<b>\$9,624,208</b>
		IFRC	Refugee Operations	Sudan	\$65,000
		IRC	Refugee Operations	Kenya	\$1,534,076
		IRC	Refugee Operations	Uganda	\$400,000
		LWF	Refugee Operations	Kenya	\$1,254,835
		LWF	Refugee Operations	Uganda	\$730,297
		UNHCR	Refugee Operations	Sudan	\$950,000
		WFP	Sudan Emergency Operation (EMOP)	Sudan	\$300,000
		WFP	Uganda Protracted Refugee and Relief Operation (PRRO) for Sudanese Refugees	Uganda	\$850,000
		WFP	Ethiopia PRRO for Sudanese and Somali Refugees	Ethiopia	\$1,140,000
		WFP	Kenya PRRO for Sudanese and Somali Refugees	Kenya	\$2,400,000
<b>Total USG FY 2001 .....</b>					<b>\$161,392,281</b>

<sup>1</sup> USAID funding figure includes international disaster assistance funding from USAID/OFDA and USAID/FFP and does not reflect development assistance funding provided through USAID's Africa Bureau.

<sup>2</sup> Indicates USAID/OFDA funding that has been either committed and/or obligated as of September 4, 2001. Additional USAID/OFDA FY 2001 funding is expected.

<sup>3</sup> State/PRM figures include only Sudan-specific funding, and do not include unearmarked funding for UNHCR and IFRC Africa programs. For more information on regional assistance through State/PRM, see “USG Humanitarian Assistance” above.

A handwritten signature in black ink, appearing to read "Roger Winter", with a horizontal line extending from the end of the signature.

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Roger Winter  
Director  
Office of U.S. Foreign Disaster Assistance

*USAID/OFDA bulletins can be obtained from the USAID web site at [http://www.usaid.gov/hum\\_response/ofda/situation.html](http://www.usaid.gov/hum_response/ofda/situation.html)*